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ABSTRACT

This report discusses a meeting to examine proposals for a new European program in the field of education. The assistant director for education stressed the United Nations Educational, Scientific, and Cultural Organization's (UNESCO) concern that its attempt at developing cooperation in the field of education in Europe may build up yet another new bureaucracy and result in a duplication of effort or diversion of funds from efforts on behalf of developing countries. When discussing the agenda, the participants fully supported the initiative taken by UNESCO for the development of educational cooperation in Europe, and set out the methodological principles that should govern those new activities. They emphasized the need to pay greatest attention to: (1) the current priority needs of Central and Eastern European states within the framework of their reform process; and (2) establish direct and multiple contacts between educational communities that have been kept apart from each other for too long by the arbitrary division of Europe. The participants recommended that efforts to reinforce the inter- and intra-regional exchanges and joint actions should focus on specific subjects in the following priority areas: (1) education for all, meeting basic learning needs; (2) strengthening educational exchange to cope with changes brought about by the upheavals in Europe through learning of foreign languages, democratic practices, education relating to human rights, peace education, civic education, multicultural education, school text revision, and teacher training, and environmental education; and (3) including higher education among the group's activities. The working document for the meeting elaborating on the three priority areas is included. (DK)

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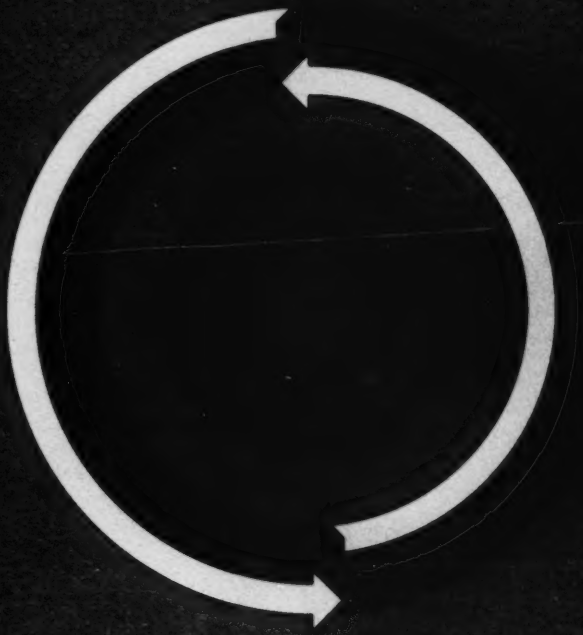

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FINAL REPORT

REGIONAL CONSULTATION MEETING
Paris, 12-15 February 1991

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REGIONAL CONSULTATION MEETING ON

COOPERATION FOR REINFORCING THE DEVELOPMENT OF EDUCATION IN EUROPE

Unesco Headquarters, Paris, 12-15 February 1991

FINAL REPORT

UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

ED/91/CONF/615/COL/1

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(as adopted at the final session of the Regional Consultation Meeting on Friday, 15 February 1991)

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SUMMARY OF DISCUSSIONS

1. The Regional Consultation Meeting on Cooperation for Reinforcing the Development of Education in Europe (CORDEE) was held, at the invitation of the Director-General of UNESCO, at the Headquarters of the Organization in Paris from 12 to 15 February 1991.

2. The objective of the meeting was to examine proposals for a new European programme in the field of education drawn up in accordance with Resolution 1.27 adopted by the General Conference of UNESCO at its twenty-fifth session.

3. The meeting was also invited to make suggestions, for submission to the Director-General, on the framework and future development of the programme.

4. The meeting was attended by experts from 29 countries in the Europe region, representatives from 5 intergovernmental organizations, observers from Member States and non-Member States, and 6 non-governmental organizations (see List of Participants annexed).

5. In his opening address, Mr. Colin Power, Assistant Director-General for Education, reminded participants of the general context within which the draft programme was being proposed and highlighted the new opportunities and issues that had arisen regarding regional cooperation in education as a result of the dramatic changes that had occurred in Europe during 1989 and 1990. Referring to UNESCO's consultation of Member States in the region and of interested institutions, Mr. Power mentioned certain fears expressed in the replies received by the Secretariat. In that regard, he stressed UNESCO's concern to avoid building up yet another new bureaucracy, its desire to work in close cooperation with other organizations active in Europe, so as to avoid any duplication of effort, and its firm resolve to prevent any transfer of funds to the detriment of efforts on behalf of developing countries. He also invited the experts to make frank comments on the working document so as to arrive at incisive suggestions.

6. The Regional Consultation Meeting then elected its Bureau:

Chairman:	Mr. Francis R. Whyte (Canada)
Vice-Chairmen:	Mr. Alexandre Boytchev (Bulgaria) Mr. Yves Brunsvick (France)
Rapporteurs:	Mr. Cesar Birzea (Romania) Mr. Poul Lassen (Denmark) Mr. Jean-Francois Paroz (Switzerland)

7. When discussing the Agenda, the participants fully supported the initiative taken by UNESCO for the development of cooperation in the field of education in Europe and set out the

methodological principles that should govern those new activities. In that regard, the experts submitted the following Recommendations to the Director General:

8. Taking into consideration the objectives set out in the working document, they emphasized the need to pay the greatest attention to:

- the current priority needs of Central and Eastern European States within the framework of their reform process;

- the establishment of direct and multiple contacts between educational communities that have been kept apart from each other for too long by the arbitrary division of Europe.

9. With regard to methodology and content, the participants recommended that the proposed project should be revised so as to appear as a series of integrated activities rather than as a catalogue of individual projects. That revision should be based on the recommendations below:

10. **Methodology**

a) UNESCO should make a specific contribution that would take account of both its resources at present and the particular circumstances of the Europe region in which there were already many cooperation networks. It should therefore cooperate closely with European organizations, particularly OECD, the Council of Europe and the Commission of the European Communities, and with international and national institutions active in that region. This should be done in order to avoid duplication of effort and to form useful partnerships whenever possible. It should also seek support from its institutions in the Europe region and from its own cooperation networks, particularly the National Commissions, the Associated Schools network and the UNESCO Clubs.

b) The spirit of this undertaking should not be one of technical assistance but of cooperation among equal partners wishing to share experience with each other. The aim should be to encourage inter- and intra-regional exchanges with emphasis on information and documentation, the implementation of joint projects and studies and support for the organization of meetings of national experts, representatives of professional institutions, NGOs, etc., to decide on the content of joint actions.

c) Activities undertaken should aim at maximum effectiveness by carefully identifying priority needs in formal and non-formal education, and by concentrating mainly on tasks for which UNESCO had the necessary resources.

d) Activities as a whole should not require the establishment of new bureaucratic structures or be based on rigid institutional mechanisms but should make the best use possible of existing networks, due account being taken of their efficiency.

11. **Contents**

In view of the objectives set and the methodological considerations thus defined, especially the need for greater concentration, the participants, while recognizing the importance of the activities proposed, recommended that efforts to reinforce these exchanges and joint actions should focus on specific subjects in the following priority areas:

12. **Education for All - meeting basic learning needs**

a) Functional literacy and adult education in industrialized countries

The participants stressed the priority nature of this area of activity, calling for attention also to be paid to exchanges of experience regarding support for the efforts of the developing countries in combating illiteracy. They emphasized the key role that the UNESCO Institute for Education in Hamburg should play in that context because of its experience in the field of lifelong education. From that point of view, priority should be given to comparative research.

b) Specific areas related to Education for All

Considering, in respect of the sub-theme initially proposed on the renewal and development of primary education, that it was important not to appear over-ambitious, the participants recommended that activities should be concentrated on specific areas of concern for Education for All, namely, migrants, Gypsies, women, marginalized young people, etc. Special attention should be paid to the educational needs of pre-school children, taking particularly into account the objectives of the Convention on the Rights of the Child.

13. **Strengthening exchange for the development of education in the twenty-first century**

Considering that the upheavals that had occurred in Europe had made substantial changes and updating necessary in textbooks and curricula, especially in Central and Eastern Europe, the participants recommended the reinforcement of exchanges and of research activities in those areas to which first priority must be given, especially with a view to a European identity.

14. The fields concerned were the learning of foreign languages, learning democratic practices, education relating to human rights, peace education, civic education, multi-cultural education, the revision of school textbooks, especially in history and geography, and initial and continuing teacher training.

15. Priority attention was also given to environmental education, with particular emphasis on its global and forward-looking dimension, and to different aspects of preventive education.

16. In that context, a major role would be given to the International Bureau of Education in its capacity as a documentation and comparative education centre. The same would also apply to IIEP in its field of competence.

17. The participants stressed the necessity to include higher education among CORDEE activities, as UNESCO had specific and acknowledged experience in that field, and to increase the capacity of CEPES so that it would be in a better position to make its contribution to greater mobility in Europe.

18. The participants considered that a number of activities which were mentioned in the document and which they noted with interest, should be continued under the Regular Programme of the Organization. The countries concerned mentioned their interest in strengthening the CODIESEE network and laid emphasis on the contribution that it could make to the renewal of education in the countries of Southern, Eastern and Central Europe.

19. **Implementation of activities**

The participants recommended that action undertaken by UNESCO in the European region under the CORDEE title should not be called a programme but "CORDEE activities". They considered that the initials proposed for this group of activities should be kept with one change ("reinforcement" instead of "renewal"), it being understood that the implementation of these activities should not lead to the establishment of new structures. CORDEE activities should implemented with pragmatism and flexibility, and in a spirit of cooperation with the relevant institutions inside and outside UNESCO.

20. The role of the UNESCO Secretariat should, above all, be to establish links and to ensure the consistency of the activities undertaken. The question of seeking extra-budgetary contributions should be given a high degree of attention as soon as the project preparation phase was begun. Moves in that connection should be entrusted to UNESCO's decentralized institutions responsible for the implementation of those actions.

21. Any subsequent consultation meetings should be held on the occasion of regular meetings such as the General Conference, the International Conference on Education, regional conferences of National Commissions of the Europe region or meetings of their secretaries-general.

22. At national level, appropriate arrangements should be made in each case for the coordination of the activities undertaken, depending on national structures.

OPENING SPEECH

by

Mr. Colin N. Power
Assistant Director General for Education

On behalf of the Director General I would like to welcome you all to this meeting and, in particular, the participants representing European Member States of the Organization. May I also welcome the representatives of European Organizations with whom we collaborate and our colleagues from within the United Nations system, and extend a special welcome to the observers from non-governmental organizations, who are also part of the UNESCO family. I am pleased that this meeting has a well balanced representation of officials from governments and Ministries of Education, chairpersons from the Educational Subcommittees of National Commissions and national coordinators of the CODIESEE network, teachers, and teacher trainers.

All of us are present with a common purpose in mind. We are all interested in the task of education, its renewal and its development and we are particularly interested in the problems of European cooperation. In reflecting upon those problems, I think it important for us to recognize that UNESCO's concept of Europe is broader than that of most other organizations. The definition of Europe within UNESCO is almost identical to that of the group of countries represented at the Conference on Security and Cooperation in Europe, but it does also include Israel. But, more important than definitions, is the fact that we see Europe as only one of five world regions. Historically, of course, Europe is an important region for UNESCO, as its Headquarters is in Europe and the organization owes its existence in a very real sense to the conflict which led to the division of Europe. You will remember that UNESCO was founded in the aftermath of that war to assist initially in the reconstruction of Europe. For the past 45 years UNESCO has been the only intergovernmental organization with Member States and programmes operating in both parts of Europe. That reconstruction of education systems in the cause of peace and equitable development has now been extended to the entire world community.

The challenges facing Europe are before us, but I would remind you that these challenges extend beyond the confines of Europe. Almost simultaneously with the declaration of the Conference on Security and Cooperation in Europe that the post war period was at an end a new military conflict started in another region and changed the world situation dramatically. We must, thus, always bear in mind that we cannot look at the problems of Europe in isolation. Europe is part of the world community and the development of education in this region must be seen in a global context. Moreover, the developments, the expertise and the research which is undertaken in Europe has repercussions on development in other regions and vice-versa. When I visit developing countries I often discover that we can learn far more from them than, I suspect, they may sometimes learn from us. UNESCO, therefore, conceives its regional action in Europe as part and parcel of its global efforts to improve education and to adapt it to meet the challenges of the 21st century.

This leads me in turn to ask you to reflect upon the question of why UNESCO should prepare a programme like CORDEE. What are its roots, what are its origins, what is its reach? The Director General has invited you to join with us and consult, in order to look at the overall scope and direction of UNESCO's action in Europe and, in particular, at the programme proposed under the title of CORDEE. Three main motivations led us to submit the proposal before you.

Firstly, the General Conference has itself requested the Director General to study the possibility of a new European programme in the field of education. We could have prepared a fairly sober, if you like, bureaucratic feasibility study, but rather we have sought to engage in a broader consultative process in order to give new impulses to our regional activities within Europe, and also to forge links between Europe and other regions.

Secondly, we must bear in mind that the situation in Europe since the last session of the General Conference has changed quite dramatically. You might be interested to note that Resolution 1.27 on European cooperation was approved by the General Conference on the morning of 10 November 1989, at the very point in time when everyone was listening to the news in order to hear the latest information on the opening of the Berlin wall. Many representatives of countries from Central and Eastern Europe have visited UNESCO to discuss the new challenges for education which they now face and are seeking UNESCO's cooperation, support and assistance. Indeed, I think I have been visited by, or seen, most of the ministers of most of the countries from Central and Eastern Europe over the last year or two.

In many respects the dramatic changes underway in their education systems are not unlike the changes and the challenges which faced Europe as a whole in 1946. The process going on in education raises some fundamental questions which are important for all European countries, East and West, North and South. Therefore, as the first item on the agenda we have proposed a general discussion on the needs and perspectives for educational renewal and development. We would, of course, hope that this would fit into some of the priorities of our new Medium Term Plan, because the overall problem of the reconstruction of education systems and the renewal of educational contents and methods is a real challenge of universal concern.

The third motivation for proposing CORDEE is based on our experience in cooperating with other agencies and organizations, including those in the European region. I can state here publicly and with some satisfaction that we have made considerable progress in this field over the last two or three years. The most significant recent international events in education have certainly been International Literacy Year, and the World Conference on Education for All in Jomtien. The World Conference was organized jointly by UNDP, UNICEF, the World Bank and UNESCO and a large number of bilateral and other agencies interested in the problems of education. A new partnership was formed to support basic education worldwide and this new spirit will guide Unesco action in the future.

In Europe UNESCO has established a number of joint activities with other agencies working in the region and we would like to go further in this direction. However, we realized that UNESCO's educational programme in Europe was not sufficiently clearly conceived and that a programme with agreed objectives and activities would help us to cooperate even better with other agencies. We, therefore, felt the need for a well defined framework for action which would allow Member States, partner organizations and the various units within UNESCO to increase and to render their cooperation more relevant and more effective.

Notwithstanding, I note that the CORDEE programme has not been greeted with universal acclaim or accord. Indeed, a number of European States and some of our potential partners in the European region have been hesitant in agreeing to its preparation. Even after 20

January, we received three sceptical comments from Belgium, the Netherlands and Germany. I think we should look seriously at the concerns and criticisms which have been expressed. After all, UNESCO is here to serve its Member States and we must heed their concerns and criticisms, and ultimately, follow the decisions which Member States take in the General Conference. I can certainly understand some of the hesitation and some of the concern of our Member States, but I hope that most of them reflect a lack of information and communication more than anything else, and that over the next few days we can throw light upon these problems and reach satisfactory agreement. Certainly, we want all of the countries in Europe to be actively involved in whatever cooperative programme UNESCO has within the European region.

Let me then comment briefly on some of the points which have been raised by some of the Member States. First is the fear that a new bureaucracy will build up within UNESCO, in competition with existing structures and organizations in Europe. To be quite frank, the contrary will certainly be the case. It is very clear that, as in the past, the personnel and the amount of funds that we can allocate to Europe will be very limited indeed. Given our staffing situation, there is no risk of a huge and centralized bureaucracy. We are talking about better coordination and a clearer more consolidated programme within the Organization aimed at strengthening the existing programmes and improving their interaction for maximum impact both within and beyond the region. I think one has to concede that, in the past, many of our activities were conducted in isolation with neither sufficient consultation, nor a sufficient multiplier effect. What we are trying to do under the CORDEE umbrella is to group together activities which would probably have been undertaken anyway within a new frame of reference, to abandon some less effective activities or those which can be conducted better by somebody else or in cooperation with other agencies. For example, I personally feel that we have to reconsider our policy concerning Ministerial conferences on education in Europe. The Council of Europe organizes the biennial sessions of the Standing Conference of European Ministers of Education. If Member States agree, these conferences could include certain items of interest to UNESCO, for instance, the European follow-up of the Jomtien World Conference of Education for All, and we could cooperate more closely in preparing them.

The second comment emphasized the risk of duplication with the work of the Council of Europe, which is now opening up to Eastern Europe. I can also imagine that other organizations in the region, the CEC, and the OECD, also have interests in broadening, in the longer term at least, the scope of their work. UNESCO recognizes that we are no longer in a 1946 situation where UNESCO was the only agency working in the field of education. We have to accept this and recognize that the path forward is through cooperation not through duplication, or competition, and that UNESCO, because of its global perspective and its more ethical mandate, has a specific contribution to make. We have to clarify what that specific contribution is and to analyse very carefully what it is we want to do in the European region, as well as to know what other agencies plan to do. We have to be clear about those activities we will work on with other agencies, those they are better placed to conduct and those which UNESCO, in agreement with them, can and should serve. We have already sought points of duplication, points at which other agencies have the staff and funds better disposed to tackle educational problems and those points at which UNESCO strategically needs to take the appropriate action. Very close cooperation does exist with the Council of Europe and the OECD and a number of joint programmes have already been decided upon with the Secretariats of those two organizations. Closer inter-agency cooperation is one of the objectives of the proposed CORDEE programme. What is needed for achieving these objectives is a clearly designed framework, through which other agencies will be aware of what we are doing, and within which we can discuss with them what they will do alone, what we will do alone and what we can agree to do together.

The third set of comments referred to funding within UNESCO and the risk that finance might be taken away from the developing countries and directed towards Europe. The Director General, in his instructions for the preparation of the 1992-93 Budget, has been very clear on priorities to be given to Africa, to LDCs and to women. We are very conscious of this, and of the fact that the European Communities, the Council of Europe, the OECD and other agencies in the region have far more funds available to them. The last thing we would want to do in our battle to combat illiteracy and to promote Education for All is to divert funds from the most needy regions to another which has its problems, and where intellectual cooperation is very important, but where the emphasis should be on intellectual cooperation to solve those problems rather than simply on funds. In fact, a glance at what has happened shows that the amount of funds available for European cooperation and, therefore, for the CORDEE programme, is even less now than in the past. Overall funds have been reduced at a greater rate for Europe than for the other regions. We are speaking, then, of a very selective use of funds from our Regular Programme and the coordination of existing and on-going activities rather than an increase of budget allocations. The overall contribution to CORDEE activities from the Regular Programme of UNESCO is something in the order of US$500.000-600.000 per biennium (except higher education). The overall budget for the Education Sector for 1992-93 will be around US$20 million in direct programme costs. In other words, in terms of European cooperation within this programme, we are speaking of about 3% of the budget, 97% of the budget going to other regions. The thrust within the programme is to provide catalytic funding to encourage cooperation with other agencies in order to address some of the very real problems facing the European region.

Those three main concerns might, I think, provide food for reflection for those Member States who are uncertain about this programme. We are, of course, ready to answer further questions on this. The issue is whether we have a new bureaucracy, whether we are duplicating what is being done, and often done very well by agencies like the OECD and the Council of Europe, and whether we are actually taking money away from the developing countries. As to the programme itself, you have the document before you and have had an opportunity to look through its contents. As I have stressed, we are trying to integrate, to coordinate and to concentrate activities, to ensure maximum effect. CORDEE focuses on some priority areas which we feel lie strictly within the mandate of UNESCO and which represent areas likely to be neglected in the European context unless they are tackled by UNESCO, hopefully in cooperation with others. The priority areas generally speaking follow the priorities of UNESCO's overall programme, but we have tried to stress some specific topics which are of particular relevance to Europe. Given that a number of global problems exist, each of them needs to be interpreted in a given, geographical regional context. This approach seems advisable as it is the only way to make budgetary allocations from our Regular Programme Budget. However, the programme will be left open and we would hope that, as a result of these allocations from the Regular Programme, additional funds can be found to meet basic education and other needs within the European region. In particular, activities for Southern, Central and Eastern Europe will, we hope, benefit from voluntary contributions from the European funding agencies, foundations, bilateral cooperative efforts and also from private sources.

Finally, let me add that we are only at the very beginning of the development proposed in the CORDEE programme. "Rome was not built in seven days" and we hope that, in close cooperation with you, our partners from our Member States, our colleagues from the other Intergovernmental Organizations, and the NGOs, we can make a significant contribution to the renewal and development of education in Europe. Events over the last few months have certainly reminded us that the path of progress is never smooth or easy and that the movement towards democracy is always fragile. There is a great deal that still needs to be done if we are to undertake reforms throughout Europe which will help to promote understanding, not only in the European region, within its various cultures, but also beyond. May I stress once more that the important contribution which UNESCO can make to the renewal of education and the

reform of education in Europe stems from our global mandate, the fact that as an organization we constantly confront problems of education and development in all regions of the world and that this should be part of the education of each European citizen.

I would like to extend our thanks to you for being with us in what we hope is a genuine process of consultation and dialogue. The programme is at its formative stage and we look forward to your constructive criticism and suggestions as to how the programme can be improved and developed. Ultimately, of course, we hope that what we do do in Europe will have maximum impact not only within the region, but also, and more importantly, beyond it.

Thank you very much for the opportunity to table some issues which I hope the group will discuss and which will result in a document being produced upon which all our Member States and our partners in Europe feel that we can work together.

Thank you.

Annex 2

AGENDA

1. Opening session

2. Election of officers

3. Adoption of agenda

4. Cooperation for the renewal and development of education in Europe - needs and perspectives

5. Proposed cooperative activities for 1991-1993

   Priority Area I: Education for all - Meeting basic learning needs

   Priority Area II: Renewal and development of educational content for the 21st century

   Priority Area III: Strengthening capacities for the renewal and development of education

6. Organizational aspects of a European cooperation programme for the renewal and development of education

7. Conclusions and recommendations to be submitted to the Director General

8. Closing session

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LIST OF DOCUMENTS/LISTE DES DOCUMENTS

WORKING DOCUMENTS/DOCUMENTS DE TRAVAIL

ED-91/CONF/615/1 Agenda/Ordre du jour

ED-91/CONF/615/2 Rules of Procedure/Règlement intérieur

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In addition, participants distributed leaflets and other information material./En plus, certains participants ont distribué des brochures et d'autres documents d'information.